

**SAFE AND DRUG-FREE SCHOOLS  
AND COMMUNITIES ACT**

**(SDFSCA)  
*LOCAL ADVISORY COUNCIL  
GUIDE***



**Responsibilities  
And  
Requirements**

**September, 1999**

Safe and Drug Free Schools  
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## INTRODUCTION

Local Safe and Drug-Free Schools and Communities Act (SDFSCA) Advisory Councils play a critical role in youth substance abuse and violence prevention efforts in communities throughout Idaho. The **Guide** was developed to assist local SDFSCA Advisory Council members in understanding the requirements of SDFSCA, the nature and scope of local Advisory Council responsibilities, Principles of Effectiveness which govern such programs, and what prevention research is telling us about what is and what is not effective.

Effective prevention requires a multifaceted approach that involves schools, parents, youth, community agencies and organizations, and local businesses. Schools cannot do the job of substance abuse and violence prevention alone. Local SDFSCA Advisory Councils offer a forum for the communication, coordination, and collaboration necessary for effective prevention. As SDFSCA Advisory Council members assist and advise local school districts, they play a vital role in addressing youth substance abuse and violence problems.

The **Guide** may be read in its entirety or used as a reference source as needed. Section I focuses on the role and responsibilities of the local Advisory Council. Section II provides basic information on the Safe and Drug-Free Schools and Communities Act of 1994. Section III lists the four SDFSCA Principles of Effectiveness and elaborates on their implications. Section IV focuses on what prevention research has shown does (and does not) work. Prevention "basics" are set forth in Section V. Section IV lists key state and national resources and defines acronyms most frequently encountered in substance abuse and violence prevention.

## ACKNOWLEDGEMENT

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## ACRONYMS

AA	Alcoholics Anonymous
ACA	American Council on Alcoholism
ATF	Bureau of Alcohol, Tobacco, and Firearms
ATOD	Alcohol, Tobacco, and Other Drugs
CADCA	Community Anti-Drug Coalitions of America
CASA	Center on Addiction and Substance Abuse
CPTED	Crime Prevention Through Environmental Design
CDC	Centers for Disease Control and Prevention
DARE	Drug Abuse Resistance Education
DEA	Drug Enforcement Administration
DHHS	Department of Health and Human Services
DUI	Driving Under the Influence
DWI	Driving While Intoxicated
EAP	Employee Assistance Program
MADD	Mothers Against Drunk Driving
NACoA	National Association for Children of Alcoholics
NADAP	National Association on Drug Abuse Problems
NALSAP	National Association for Leadership in Student Assistance Programs
NCADD	National Council on Alcoholism and Drug Dependence
NCADI	National Clearinghouse for Alcohol and Drug Information
NCPC	National Crime Prevention Council
NCJRS	National Criminal Justice Reference Service
NFP	National Federation of Parents for Drug-Free Youth
NHTSA	National Highway Traffic Safety Administration
NIDA	National Institute on Drug Abuse
NOFAS	National Organization for Fetal Alcohol Syndrome
NPN	National Prevention Network
PRIDE	Parents' Resource Institute for Drug Education
SADD	Students Against Destructive Decisions
SAMHSA	Substance Abuse and Mental Health Services Administration
SAP	Student Assistance Program
SDFSCA	Safe and Drug-Free Schools and Communities Act
SRO	School Resource Officer
USED	U.S. Department of Education
YRBS	Youth Risk Behavior Survey

**PRIDE, Inc. (Parents' Resource Institute for Drug Education)**

3610 DeKalb Technology Pkwy, Suite 105  
Atlanta GA 30340  
770--458-9900

<http://www.prideusa.org>

The PRIDE network offers programs which develop youth leadership, Club PRIDE for middle-school-aged youth, PRIDE Pals elementary program, and resources for parents.

**Safe and Drug-Free Schools Program (U.S. Dept. of Education)**

<http://www.ed.gov/offices/OESE/SDFS>

U. S. Department of Education's school safety website includes information about effective programs, resources, and funding opportunities. Also provides access to useful publications including *Manual to Combat Truancy* and *Creating Safe and Drug-Free Schools: An Action Guide*.

**Search Institute**

700 S Third Street, Suite 210  
Minneapolis MN 55415  
800-888-7828 or 612-376-8955  
Fax 612-376-8956

<http://www.search-institute.org>

A nonprofit, non-sectarian organization to promote the positive development of children and youth through scientific research, evaluation, consulting, and the development of practical resources. The Institute is strongly oriented toward recognizing and building upon assets of youth, families, and communities. Offers a variety of publications as well as training and technical assistance services.

**Students Against Destructive Decisions, Inc. (SADD)**

P. O. Box 800  
Marlboro MA 01752  
800-787-5777

<http://www.nat-sadd.org>

SADD's mission is to address not only issues of underage drinking, drinking and driving, and drug use, but also other destructive decisions and killers of young people including violence, suicide, alcohol poisoning, and AIDS.

**I. SAFE AND DRUG-FREE SCHOOLS AND COMMUNITIES ACT  
LOCAL ADVISORY COUNCILS**

**ROLE OF THE LOCAL SDFSCA ADVISORY COUNCIL**

**Key Advisory Council  
Roles**

Assist local school districts in developing SDFSCA application.

Disseminate information about drug and violence prevention programs, projects, and activities.

Advise the local school district regarding coordination of activities with related programs and agencies.

Section 4115 of the Safe and Drug-Free Schools and Communities Act requires that the local school districts develop its application in consultation with a local advisory council that includes, to the extent possible, representatives of local government, business, parents, students, teachers, pupil services personnel, appropriate state agencies, private schools, the medical profession, law enforcement, community-based organizations, and other groups with interest and expertise in drug and violence prevention.

In addition to assisting the local educational agency to develop its application for SDFSCA funds, the advisory council established or designated shall, on an ongoing basis—

- Disseminate information about drug and violence prevention programs, projects, and activities conducted within the boundaries of the local educational agency;
- Advise the local educational agency regarding
  - how best to coordinate such agency's activities under this subpart with other related programs, projects, and activities; and
  - the agencies that administer such programs, projects, and activities; and
- Review program evaluations and other relevant material and make recommendations to the local educational agency on how to improve such agency's drug and violence prevention programs.

**MEMBERSHIP OF THE LOCAL SDFSCA ADVISORY COUNCIL**

The local SDFSCA advisory council is to include, to the extent possible, representative of the following groups:

- local government
- business
- parents
- students
- teachers
- pupil services personnel
- appropriate state agencies
- private schools
- medical professionals
- law enforcement
- community-based organizations
- other groups with interest and expertise in drug and violence prevention

## ESTABLISHING AND MAINTAINING AN EFFECTIVE ADVISORY COUNCIL

In an effective SDFSCA Advisory Council—

- membership includes representatives of all the groups set forth in statute;
- council members understand what is expected of them;
- council members receive sufficient orientation to the school district and to SDFSCA programs;
- council is given sufficient information and time to study and discuss issues before making recommendations;
- meetings are conducted on a regular basis, as scheduled, on time and directed to the agenda;
- meetings are well-attended and participation is broad-based (rather than dominated by a few members);
- there is a sense of shared "ownership" for prevention efforts;
- council disseminates information about prevention programs and activities;
- council actively assists in development of the school district's SDFSCA application for funds;
- council assists in conducting a thorough assessment of needs based on objective data;
- council assists the school district in establishing measurable goals and objectives for the SDFSCA program;
- council assists the local school district in selecting prevention programs and activities which have demonstrated effectiveness;
- council reviews evaluation reports and other relevant information and makes recommendations for improving drug and violence prevention programs;
- members are recognized for their contributions; and
- council enjoys ongoing support from school administrators.

## COUNCIL LEADERSHIP

Local SDFSCA Advisory Councils should meet at least quarterly; many meet monthly. It is recommended that the chairmanship rotate every two years.

### Hints For Successful Meetings

- Establish an annual calendar of dates, times, and locations for regular meetings.
- Send meeting reminders.
- Provide meeting agendas in advance.

### When Conducting Meetings

- begin and end at the stated time
- stick to the agenda
- focus the discussion on the agenda items
- maintain an atmosphere that encourage participation
- summarize periodically
- maintain written record of ideas and discussion
- identify tasks to be completed
- confirm individual responsibilities
- consider agenda items for the next meeting

## Office of National Drug Control Policy

<http://www.whitehousedrugpolicy.gov>

The purpose of ONDCP is to establish policies, priorities, and objectives for the Nation's drug control program, the goals of which are to reduce illicit drug use, manufacturing, and trafficking; drug-related crime and violence; and drug-related health consequences. The Office evaluates, coordinates, and oversees both the international and domestic anti-drug efforts of executive branch agencies and ensures that such efforts sustain and complement State and local anti-drug activities.

## National School Safety Center

4165 Thousand Oaks BLVD, Suite 290

Westlake Village CA 91362

805-373-9977

<http://www.nsscl.org>

Serves as a national clearinghouse for school safety programs and activities related to campus security, school law, community relations, student discipline and attendance, and the prevention of drug abuse, gangs, bullying and weapons use in schools. NSSC's primary objective is to focus national attention on the importance of providing safe and effective schools. The Center has a variety of publications, resource papers, and display posters.

## Office of Juvenile Justice and Delinquency Prevention

U.S. Department of Justice

<http://www.ncjrs.org/ojjhome.htm>

Site features numerous links to juvenile justice-related resources, model programs, and funding opportunities. Offers access to extensive collection of publications.

## Partners Against Violence (PAVNET Online)

<http://www.pavnet.org>

Promising programs, funding opportunities, and sources of information and technical assistance as well as links to government agencies and other organizations which address the issue of violence.

## Partnership for a Drug-Free America

<http://www.drugfreeamerica.org>

The Partnership for a Drug-Free America is a private, nonprofit, non-partisan coalition of professionals from the communications industry. Best known for their national, anti-drug advertising campaign, the Partnership's mission is to reduce demand for illicit drugs in America through media communication. Their work focuses on "unselling" drugs to children through media communication, and that's what the Partnership is all about preventing drug use among kids.

**Mothers Against Drunk Driving (MADD)**

511 East John Carpenter Freeway, Suite 700  
Irving TX 75062

<http://www.madd.org>

Betty Stadler, State Chair

MADD Idaho State

P. O. Box 3443

Boise ID 83703

208-853-3700 or 1-800-680-MADD (6233)

Fax 208-853-4120

**National Clearinghouse for Alcohol and Drug Information (NCADI)**

P. O. Box 2345

Rockville MD 20847

1-800-729-6686

<http://www.health.org>

This comprehensive federal clearinghouse on alcohol and drug information offers an extensive collection of publications, posters, and action kits. Call for a free catalogue or access the web page which has links to many key agencies and organizations.

**National Crime Prevention Council**

1700 K Street, NW, 2<sup>nd</sup> Floor

Washington DC 20006

202-466-6272 or 800-627-2911 (information requests)

<http://www.ncpc.org>

NCPC is a national nonprofit organization whose mission is to help America prevent crime and build safe, stronger communities. The On-Line Resource Center contains useful information about crime prevention, community building, and comprehensive planning.

**National Institute on Drug Abuse (NIDA)**

5600 Fishers Lane, Room 10A03

Rockville MD 20857

301-443-4577

<http://www.nida.nih.gov>

NIDA's mission is to bring the power of science to bear on drug abuse and addiction. This charge has two critical components: The first is the strategic support and conduct of research across a broad range of disciplines. The second is to ensure the rapid and effective dissemination and use of the results of that research to significantly improve drug abuse and addiction prevention, treatment, and policy.

**ROLE OF THE LOCAL SDFSCA COORDINATOR**

Local Safe and Drug-Free Schools and Communities Act (SDFSCA) Coordinators are designated by the School District Superintendent and have the following responsibilities:

***General Responsibilities***

Manage the school district's Safe and Drug-Free Schools and Communities Program in accordance with applicable federal, state and local guidelines.

Prepare and submit to the Idaho Department of Education all required reports.

Maintain records necessary for fiscal and program management accountability. Organize and maintain an Advisory Committee which fulfills requirements set forth in Sec. 4115(a)(2)(A and B) of the SDFSCA, including:

- ensuring that membership of the committee is representative of groups and organizations listed;
- consulting with Advisory Committee in developing the annual application for funding; and
- ensuring that the Advisory Committee meets on a sufficiently regular basis to fulfill its ongoing responsibilities.

***Program Planning, Implementation, and Evaluation***

Prepare, in consultation with appropriate parties, the school district's comprehensive plan for drug and violence prevention, based on ongoing local assessment and evaluation activities.

- disseminate information and materials to schools and appropriate personnel within the school district to ensure participation in SDFSCA programs and activities and effective coordination of efforts;
- provide and/or arrange for appropriate trainings and professional development;
- collaborate with other youth drug and violence prevention efforts within the school district and community.

***Fiscal Responsibilities***

Ensure that funds are expended appropriately and for the express purpose of preventing violence in and around schools and strengthening programs that prevent the illegal use of alcohol, tobacco, and drugs.

## ROLE OF THE IDAHO DEPARTMENT OF EDUCATION

The role of the Idaho Department of Education in the administration of Safe and Drug-Free Schools and Communities Act programming is as follows:

- To administer the SDFSCA Program as it applies to schools in the State of Idaho, consistent with federal and state requirements and guidelines;
- To provide technical assistance and training to schools in the SDFSCA application process;
- To provide technical assistance, training, and resources to schools and communities for developing and implementing effective violence prevention, alcohol, tobacco, and other drug abuse prevention and education programs;
- To monitor school district compliance with the provisions of SDFSCA and with the Federal Non-Regulatory Guidelines for SDFSCA implementation; and
- To evaluate the effectiveness of local, regional, and statewide violence prevention, alcohol, tobacco, and other drug abuse prevention programs and activities.

## II. **SAFE AND DRUG-FREE SCHOOLS AND COMMUNITIES ACT PROGRAMS**

### BACKGROUND: THE LEGAL BASE

The Safe and Drug-Free Schools and Communities Act (SDFSCA) of 1994 is Title IV of the Elementary and Secondary Act (ESEA) which was reauthorized under the Improving America's Schools Act (IASA) of 1994. The IASA's primary purpose is to improve the teaching and learning of all children, and particularly those in high-poverty schools, to enable them to meet challenging academic content and performance standards. Safe, discipline, and drug-free schools are essential to improved teaching and learning. Enacted for the purpose of supporting programs to achieve safe, disciplined, and drug-free schools, SDFSCA replaces the previously authorized Drug-Free Schools and Communities Act (DFSCA) of 1986.

### PURPOSE OF SDFSCA

The Safe and Drug-Free Schools and Communities Act (SDFSCA) of 1994 supports school-and community-based drug education and prevention programming and activities designed to prevent youth violence. SDFSCA provides grants to:

1. states for grants to local educational agencies to establish, operate, and improve local programs of school drug and violence prevention, early intervention, rehabilitation referral, and education in elementary and secondary schools;
2. states for grants to community-based organizations and other public and private nonprofit agencies and organizations for programs of drug and violence prevention, early intervention, rehabilitation referral, and education;

## NATIONAL RESOURCES

### Community Anti-Drug Coalitions of America (CADCA)

<http://www.cadca.org/>

901 North Pitt Street, Suite 300  
Alexandria VA 23140  
703-706-0560 or 800-54-CADCA  
Fax 703-706-0565

CADCA works to build and strengthen the capacity of coalitions to prevent and reduce substance abuse and violence in communities. Offers many user-friendly tools for community coalition-building.

### Center for Substance Abuse Prevention (CSAP)

<http://www.samhsa.gov/csap>

Substance Abuse and Mental Health Services Administration  
5600 Fishers Lane, Room 800  
Rockville MD 20857  
301-443-0373

A component of the Substance Abuse and Mental Health Services Administration, CSAP connects people and resources to innovative ideas and strategies, and encourages efforts to reduce and eliminate alcohol, tobacco, and illicit drug problems both in the United States and internationally. CSAP fosters the development of comprehensive, culturally appropriate prevention policies and systems that are based on scientifically defensible principles and target both individuals and the environments in which they live. CSAP participates in the development of new knowledge about prevention, disseminates it in a "user friendly" manner, and encourages its application in settings where it is likely to prevent or reduce substance abuse.

### Drug Strategies

2445 M. Street NW, Suite 480  
Washington DC 20037  
202-663-6090  
Fax 202-663-6110

[www.drugstrategies.com](http://www.drugstrategies.com)

A nonprofit research institute that promotes more effective approaches to the nation's drug problems and supports private and public initiatives that reduce the demand for drugs through prevention, treatment and law enforcement.

### Join Together

441 Stuart Street, 7<sup>th</sup> Floor  
Boston MA 02116  
617-437-1500  
Fax 617-437-9394

[www.jointogether.org](http://www.jointogether.org)

Join Together is a national resource to share successful strategies and provides the latest information on substance abuse and gun violence prevention. Also includes information on resource materials, sources of funding, and training opportunities. Also provides links to other key agencies and organizations.



## **VI. IDAHO RESOURCES**

### **SAFE AND DRUG-FREE SCHOOLS AND COMMUNITIES PROGRAMS**

#### **Idaho State Department of Education**

Claudia Hasselquist, Coordinator  
Safe and Drug-Free Schools Program  
P. O. Box 83720  
Boise ID 83720-0027  
Phone (208)332-6960  
Fax (208)334-2229

[www.sde.state.id.us/safe/](http://www.sde.state.id.us/safe/)

For publications, training opportunities, and technical assistance related to Safe and Drug-Free Schools and Communities Act programs.

#### **Governor's Office for Safe and Drug-Free Schools and Communities**

Pharis Stanger, Director  
Substance Abuse & Mental Health  
Department of Health and Welfare  
P. O. Box 83720  
Boise ID 83720  
Phone (208)334-4944  
Fax (208)334-4944

#### **Regional Alcohol and Drug Awareness Resource (RADAR)**

Georgia Girvan, Director  
College of Health Sciences  
1910 University Drive  
Boise ID 83725-1860  
Phone (208)426-3471 or 1-800-937-2327  
Fax (208)426-3334

3. states for development, training, technical assistance, and coordination activities;
4. public and private nonprofit organizations to conduct training, demonstrations, and evaluation, and to provide supplementary services for the prevention of drug use and violence among student sand youth; and
5. institutions of higher education to establish, operate, expand, and improve programs of school drug and violence prevention, education, and rehabilitation referral for students enrolled in colleges and universities.

Several of the SDFSCA's significant enhancements over SDFSCA include:

- an expanded scope that includes violence prevention;
- expanded flexibility for grantees;
- funding targeting high need areas;
- increased emphasis on coordination and collaboration; and
- increased accountability.

### **ACTIVITIES AUTHORIZED UNDER SDFSCA**

Local school districts are required to use SDFSCA funds to adopt and carry out a comprehensive drug and violence prevention program. The program is to be designed for all students and employees to

- prevent the use, possession, and distribution of tobacco, alcohol, and illegal drugs;
- prevent violence and promote school safety; and
- create a disciplined environment conducive to learning.

The program is to include activities to promote the involvement of parents and coordination with community groups and agencies.

Specific activities authorized by SDFSCA (Sect. 4116) include

1. age-appropriate, developmentally based drug prevention and education programs for all students, from the preschool level through grade 12, that address the legal, social, personal and health consequences of the use of illegal drugs, promote a sense of individual responsibility, and provide information about effective techniques for resisting peer pressure to use illegal drugs;
2. programs of drug prevention, comprehensive health education, early intervention, pupil services, mentoring, or rehabilitation referral, which emphasize students' sense of individual responsibility and which may include--
  - A. the dissemination of information about drug prevention;
  - B. the professional development of school personnel, parents, students, law enforcement officials, judicial officials, health service providers and community leaders in prevention, education, early intervention, pupil services or rehabilitation referral; and
  - C. the implementation of strategies, including strategies to integrate the delivery of services from a variety of providers, to combat illegal alcohol, tobacco and drug use, such as--

- i) family counseling;
  - ii) early intervention activities that prevent family dysfunction, enhance school performance, and boost attachment to school and family; and
  - iii) activities, such as community service and service-learning projects, that are designed to increase students' sense of community;
- 3. age-appropriate, developmentally based violence prevention and education programs for all students, from the preschool level through grade 12, that address the legal, health, personal, and social consequences of violent and disruptive behavior, including sexual harassment and abuse, and victimization associated with prejudice and intolerance, and that include activities designed to help students develop a sense of individual responsibility and respect for the rights of others, and to resolve conflicts without violence.
- 4. violence prevention programs for school-aged youth, which emphasize students' sense of individual responsibility and may include--
  - A. the dissemination of information about school safety and discipline;
  - B. the professional development of school personnel, parents, students, law enforcement officials, judicial officials, and community leaders in designing and implementing strategies to prevent school violence;
  - C. the implementation of strategies, such as conflict resolution and peer mediation, student outreach efforts against violence, anti-crime youth councils (which work with school and community-based organizations to discuss and develop crime prevention strategies), and the use of mentoring programs, to combat school violence and other forms of disruptive behavior, such as sexual harassment and abuse; and
  - D. the development and implementation of character education programs, as a component of a comprehensive drug or violence prevention program, that are tailored by communities, parents and schools; and
  - E. comprehensive community-wide strategies to prevent or reduce illegal gang activities;
- 5. supporting "safe zones of passage" for students between home and school through such measures as Drug- and Weapon-Free School Zones, enhanced law enforcement, and neighborhood patrols;
- 6. acquiring and installing metal detectors and hiring security personnel; (Note that not more than 20% of the SDFSCA funds received by a school district may be spent on items 5. and 6.)
- 7. professional development for teachers and other staff and curricula that promote the awareness of and sensitivity to alternatives to violence through courses of study that include related issues of intolerance and hatred in history;
- 8. the promotion of before-and-after school recreational, instructional, cultural, and artistic programs in supervised community settings;
- 9. drug abuse resistance education programs, designed to teach students to recognize and resist pressures to use alcohol or other drugs, which may include activities such as classroom instruction by uniformed law enforcement officers, resistance techniques, resistance to peer pressure and gang pressure, and provision for parental involvement; and
- 10. the evaluation of any SDFSCA activities.

## INDICATORS OF READINESS FOR FOCUSED ACTION

(Based on ***Effective Community Mobilization: Lessons from Experience.*** (1997). Center for Substance Abuse Prevention.)

### Clarity of goals

*Ready if . . .* The issues facing the community are clear, and consensus exists on the types of responses needed.

*Not ready if . . .* There is concern but no consensus regarding the direction for responding.

### Feasibility of plan

*Ready if . . .* A practical and flexible action plan is being implemented and updated based on objective data and accurate feedback.

*Not ready if . . .* The group is muddling through with quick fixes and unreliable schemes.

### Capabilities and resources

*Ready if . . .* The members collectively possess or have access to all needed talents, skills, and resources.

*Not ready if . . .* The members have no access to -- or are not aware of -- the talents, skills, and resources that are needed to mobilize.

### Citizen participation and control

*Ready if . . .* The initiative is made up of, and controlled by, members of the community and includes active participation of those most affected by the proposed changes.

*Not ready if . . .* There is minimal representation by the persons who will be affected by the initiative.

### Passion for immediate action

*Ready if . . .* The members are committed to making some positive, goal-directed and well-conceived change happen in the community as quickly as possible.

*Not ready if . . .* The members like to talk, argue, and push their views but are not committed to making some positive change in the community.

### High performance team functioning

*Ready if . . .* The members can function as a high performance team to get the job done.

*Not ready if . . .* The members have a hard time coordinating action and working together.

See the Community Self-Assessment of the VEPP website: [www.jmu.edu/cisat/vepp](http://www.jmu.edu/cisat/vepp)

There are several approaches to community mobilization; the **comprehensive community development approach**, however, is considered by many researchers and program developers to be the most promising. The comprehensive community development approach is characterized by high citizen participation and high key leader participation. It involves the process of voluntary cooperation and self-help/mutual aid among citizens of a locale aimed at the creation of improved physical, social, and economic conditions. Community development is characterized by leaders and their representatives providing community members with the tools and the resources needed to be self-sufficient.

#### RELATED READING

*Effective Community Mobilization: Lessons from Experience* (1997). Available from the National Clearinghouse for Alcohol and Drug Information, PO Box 2345, Rockville, MD 20847-2345 or call 1-800-729-6686.

#### INDICATORS OF EFFECTIVE COMMUNITY MOBILIZATION

1. Community readiness: Has the community progressed beyond tolerance and denial of drug use?
2. Comprehensive vision that is widely held: Have the partners been engaged broadly in developing a vision of "prevention?"
3. Core partners but also broad-based coalition: Who are the core partners and how broad-based is the coalition?
4. Prevention planning: Has the coalition undertaken a data-based planning process and collected data about its prevention needs?
5. Prevention actions: Is the coalition supporting the needed changes in public policies, workplace policies, school policies, and other regulatory tools? Is the coalition coordinating services across agencies?
6. Prevention outcomes: Does the coalition have evidence that the community environment and its norms have changed in the desired direction? Does the coalition have evidence that youth drug use has declined.

### III. SDFSCA PRINCIPLES OF EFFECTIVENESS

#### BACKGROUND

In a March 1997 letter to State Superintendents throughout the country, the U.S. Department of Education declared that:

"After ten years of providing support (in excess of \$5 billion) for drug and violence prevention programs, states and communities, Congressional leaders, the Office of National Drug Control Policy (ONDCP), and the Department of Education are very concerned that SDFS (Safe and Drug-Free Schools) funds are not being utilized at the school district level in the most effective manner possible. A recent study by the Department of Education on the effectiveness of common drug prevention programs showed that drug prevention programs (in the districts evaluated) had only a "small effect" on preventing drug use.

Understandably, the issuance of this study and various reports on the growth of drug use among youth has raised some important questions regarding the effectiveness of the Department's Safe and Drug-Free Schools Program (SDFS). In response to this study and others, we are proposing some significant changes in the way SDFS is administered at the local level."

The study referred to in the letter, ***School-Based Drug Prevention Programs: A Longitudinal Study in Selected School District***, shows that popular programs such as the widely-used DARE program, are not impacting schools and communities enough to significantly prevent drug use. The study states that the primary reasons prevention programs have not been more effective involve:

- variable and inconsistent program delivery;
- a failure to utilize research-based programs; and
- the use of ineffective teaching practices.

Among the changes undertaken by the U.S. Department of Education was the issuance of a set of Principles of Effectiveness which become regulations *having force of law* effective July 1, 1998. Applications for Safe and Drug-Free Schools and Communities Act funds will be reviewed and approved in light of these Principles.

#### REGULATORY REQUIREMENTS:

Programs funded through the Safe and Drug-Free Schools and Communities Act are required to

**"coordinate its SDFSCA funded programs with other available prevention efforts to maximize the impact of all the drug and violence prevention programs and resources available to its State, school district, or community..."**

Additionally, effective July 1, 1998, SDFSCA funded programs are required to operate in accordance with four Principles of Effectiveness. These Principles require that such programs shall

1. **Base its programs on a thorough assessment of objective data about the drug and violence problems in the school and communities served.**

What this means--

Each grant recipient must conduct a **thorough assessment of the nature and extent of youth drug use and violence problems**. Grantees are encouraged to build on existing data collection efforts and examine available **objective data** from a variety of sources, including law enforcement and public health officials. While information about the availability of relevant services in a community and schools is an important part of any needs assessment, and while grantees may wish to include data on adult drug use and violence problems, grantees shall, at a minimum, include in the needs assessment data on youth drug use and violence.

**Key Points**

Principles of Effectiveness Require:

- needs assessment based on objective data
- measurable goals and objectives
- programs which have demonstrated effectiveness
- periodic evaluation and use results to improve

2. **With the assistance of a local or regional advisory council where required by the SDFSCA, established a set of measurable goals and objectives and design its programs to meet those goals and objectives.**

What this means--

Grantees must develop **measurable goals and objectives** for their programs (Sections 4112 and 4115, SDFSCA). The goals and objectives must focus on behavioral or attitudinal program outcomes, as well as program implementation (sometimes called "process data"). While measures of implementation (such as the hours of instruction provided or the number of teachers trained or the number of students served) are important, they are **not sufficient** to measure program outcomes. Grantees must develop goals and objectives that permit them to determine the extent to which programs are effective in reducing or preventing drug use, violence, or disruptive behavior among youth.

3. **Design and implement their activities based on research or evaluation that provides evidence that the strategies used prevent or reduce drug use, violence, or disruptive behavior among youth.**

## PREVENTION PROGRAMMING

Risk-focused prevention involves seven programming principles:

1. Focus on reducing known risk factors. Know which risk factors the program will address and how the program activities will reduce the risk factors.
2. Enhance protective factors while reducing risk. If a prevention program reduces risk in a way that strengthens protective factors, a child is doubly protected.
3. Address risk factors at the appropriate developmental stage and as early as possible.
4. Target programs to those exposed to multiple risk factors.
5. Deliver programs to reach the diverse racial and cultural groups in a community.
6. Work together with other people and organizations to address multiple risk factors.
7. Address the risk factors most prevalent in a particular community.

## COMMUNITY-WIDE APPROACHES

(Source: Center for Substance Abuse Prevention, Substance Abuse and Mental Health Services Administration, 1998)

Community coalitions have been demonstrated to be effective at reducing substance use and risk factors for use. The characteristics of effective coalitions include:

1. a comprehensive prevention vision;
2. a shared vision among members;
3. a strong core of original partners
4. a broad and inclusive membership;
5. an ability to resolve conflict; and
6. the use of neighborhood groups and task forces to encourage participation.

**Community mobilization** is the coming together of members in a community to actively create change in the community. Although national and statewide initiatives are critical components of a substance abuse prevention effort, to achieve behavior change in a community, the community must be involved in identifying the problem, planning and undertaking steps to correct the problem, and creating structures in the community that ensure that the change is maintained. An underlying assumption is that the community must be empowered to control the intervention and must accept "ownership" for it.

## ENVIRONMENTAL (LAW AND POLICIES) STRATEGY

The environmental strategy establishes or changes written and unwritten community standards, codes, and attitudes, thereby influencing the incidence and prevalence of the identified problem in the general population.

## RISK-FOCUSED PREVENTION

The premise of risk-focused prevention is to identify problem behaviors and then find ways to reduce the risks. Risk factors and problem behaviors are divided into four categories: community, family, school and individual/peer. These risk factors can be generalized as follows:

- Risk exists in the community, the family, in schools and individuals - prevention is everybody's business.
- The greater the number of risk factors present, the greater the risk.
- Interventions can reduce multiple problems such as substance abuse, delinquency, and youth violence.
- Risk factors show consistent effects across diverse groups.
- Protective factors can lessen risk.

## PROTECTIVE FACTORS

Promotion of protective factors has been demonstrated to reduce risk of problem behavior including drug use, violent or disruptive behavior, teen pregnancy, and dropping out of school. Promoting protective factors involves:

### *In the Community:*

- opportunity for prosocial involvement
- rewards/recognition for prosocial involvement
- healthy beliefs and clear community standards for behavior

### *In Families*

- bonding
- healthy beliefs and clear family standards for behavior

### *In School:*

- opportunities for involvement
- rewards/recognition for prosocial performance/involvement
- healthy beliefs and clear standards for behavior

What this means--

In designing and improving its youth programs a grant recipient must take into consideration its needs assessment and measurable goals and objectives, select and implement programs for youth that have **demonstrated effectiveness** or promise of effectiveness, in preventing or reducing drug use, violence, or disruptive behavior, or other behaviors or attitudes demonstrated to be precursors to predictors of drug use or violence. While the U. S. Department of Education recognizes the importance of flexibility in addressing State and local needs, it is believed that implementation of research-based programs will significantly enhance the effectiveness of programs supported with SDFSCA funds. In selecting effective programs most responsive to their needs, grantees are encouraged to review the breadth of available research and evaluation literature, and to replicate these programs in a manner consistent with their original design.

4. **Evaluate its programs periodically to assess its progress toward achieving its goals and objectives; use its evaluation results to refine, improve, and strengthen its programs, and to refine its goals and objectives as appropriate.**

What this means--

Grant recipients must **assess their programs** and use the information about program **outcomes** and **fidelity** of replication to re-evaluate existing program efforts. The U.S. Department of Education recognizes that prevention programs may have a long implementation phase, may have long-term goals, and may include some objectives that are broadly focused. However, grantees **shall not continue to use SDFSCA funds** to implement programs that cannot demonstrate positive outcomes in terms of reducing or preventing drug use, violence, or disruptive behavior among youth, or other behaviors or attitudes demonstrated to be precursors to or predictors of drug use or violence. Grantees shall **use their assessment results** to determine whether programs need to be strengthened or improved, and whether program goals and objectives are reasonable or have already been met and should be revised. Grant recipients must **report to the public on progress** toward attaining measurable goals and objectives for drug and violence prevention (Sect. 4112 and 4115, SDFSCA).

## IMPLEMENTING PRINCIPLES OF EFFECTIVENESS

### NEEDS ASSESSMENT

Needs assessment involves:

- reviewing local youth substance abuse and youth violence data
- comparing that data with state and national data
- prioritizing risk indicators which are most problematic
- identifying resources and strategies to address identified needs

A "thorough needs assessment based on objective data" requires consideration of several types of information including student survey results and "archival" information such as crime rates and dropout rates. SDFSCA grantees **must**, at a minimum, include in the needs assessment data on youth drug use and violence.

### **SDFSCA INDICATORS**

Certain data have been identified as key indicators of youth substance abuse and violence.

Among objective data to be included in a SDFSCA needs assessment are the following:

1. Use of alcohol and other drugs
  - A. Prevalence of use among students
  - B. Age of first use among students
  - C. Alcohol/other drug-related arrests of youth in community
2. Incidence of violence and other crime in schools
  - A. Guns and other weapons brought to school
  - B. Students felt unsafe
  - C. Students threatened/victimimized
  - D. Criminal incidents in schools
  - E. Crimes using weapons in schools
  - F. Violence-related arrests of school age youth in community.

### **RISK FACTORS FOR UNHEALTHY ADOLESCENT BEHAVIORS**

Certain risk factors have been identified in longitudinal studies as predictors of adolescent health and behavior problems. Risk factors and the types of indicators which reflect these risks in a community are as follows:

#### **Community Risk Factors**

##### **Availability of drugs.**

The more easily available drugs and alcohol are in a community, the greater the risk that drug abuse will occur in that community. Perceived availability of drugs in school is also associated with increased risk.

##### **Related data:**

Alcohol sales outlets  
Tobacco sales outlets  
Student survey data on perceived availability of drugs

##### **Availability of firearms.**

Firearms, primarily handguns, are the leading mechanism of violent injury and death. Easy availability may escalate an exchange of angry words and fists into an exchange of gunfire. Research has found that areas of greater availability of firearms experience higher rates of violent crime including homicide.

##### **Related data:**

Juvenile arrests for violent crimes  
Adult arrests for violent crimes  
Homicides (adult and youth)

### **INFORMATION DISSEMINATION STRATEGY**

Information dissemination provides awareness and knowledge of the nature and extent of problems addressed by the problem and their effects on individuals, families, and communities. This strategy is also intended to increase knowledge and awareness of available prevention programs and services. Information dissemination is characterized by one-way communication from the source to the audience, with limited contact between the two.

### **EDUCATION STRATEGY**

Prevention education involves two-way communication and is distinguished from the Information Dissemination strategy by the fact that the interaction between the educator and/or facilitator and the participants is the basis of its components. Services under this strategy aim to affect critical life and social skills, including decision-making, refusal skills, critical analysis and systemic judgement abilities.

### **ALTERNATIVE STRATEGY**

Alternatives provide for the participation of target populations in activities that exclude substance abuse and other risk-taking behavior. The assumption is that constructive and healthy activities offset the attraction to, or otherwise meet the needs usually filled by substance abuse and other risk-taking behavior and would therefore minimize or alleviate the need for such use or behavior.

### **PROBLEM IDENTIFICATION AND REFERRAL STRATEGY**

Problem identification and referral aims at the general classification of those who have indulged in substance abuse, in order to assess whether their behavior can be reversed through education. It should be noted, however, that this strategy does *not* include any function designed to determine whether a person is in need of treatment.

### **COMMUNITY-BASED PROCESS STRATEGY (COMMUNITY DEVELOPMENT)**

Community-based process strategies aim to enhance the ability of the community to more effectively provide prevention and treatment services for substance abuse and other problem behavior. Services in this strategy include organizing, planning, and enhancing the efficiency and effectiveness of services implementation, interagency collaboration, coalition building, and networking.

- ☐ Are interventions carefully designed to reach different populations at risk, and are they of sufficient duration to make a difference?
- ☐ Does the program follow a structured organizational plan that progresses from needs assessment through planning, implementation, and review to refinement, with feedback to and from the community at all stages?
- ☐ Are the objectives and activities specific, time-limited, feasible (given available resources), and integrated so that they work together across program components and can be used to evaluate program progress and outcomes?

#### PREVENTION PRINCIPLES FOR FAMILY-BASED PROGRAMS

- ☐ Do the family-based programs reach families of children at each stage of development?
- ☐ Do the programs train parents in behavioral skills to
  - reduce conduct problems in children;
  - improve parent-child relations, including positive reinforcement, listening and communication skills, and problem solving;
  - provide consistent discipline and rulemaking; and
  - monitoring children's activities during adolescence?
- ☐ Do the programs include an educational component for parents with drug information for them and their children?
- ☐ Are the programs directed to families whose children are in kindergarten through 12<sup>th</sup> grade to enhance protective factors?
- ☐ Do the programs provide access to counseling services for families at risk?

#### KEY PREVENTION STRATEGIES

The Center for Substance Abuse Prevention (CSAP) has identified six major categories of prevention activities (pages 25 & 26). No single strategy can adequately address problems; a comprehensive approach to prevention requires coordination of multiple strategies.

**Community laws and norms favorable toward drug use, firearms, and crime.**  
Community norms--the attitudes and policies a community holds in relation to drug use, violence, and crime--are communicated in a variety of ways: through laws and written policies, through informal social practices, through the media, and through the expectations that parents, teachers, and other members of the community have of young people. When laws, tax rates, and community standards are favorable, or even when they are just unclear, young people are at higher risk.

##### Related data:

Juvenile alcohol-related arrests  
Juvenile drug-related arrests  
Adult alcohol-related arrests  
Adult drug-related arrests  
Adult and youth drunken driving arrests  
Alcohol-related traffic fatalities  
Drug use during pregnancy  
Low tax rates on alcohol and tobacco  
Prevalence of advertising for alcohol and tobacco  
Student survey data on perceived community attitudes.

#### **Transitions and mobility.**

Even normal school transitions can predict increases in problem behaviors. When children move from elementary school to middle school or from middle school to high school, significant increases in the rate of drug use, school dropout, and anti-social behavior may occur. Communities characterized by high rates of mobility appear to be an increased risk of drug and crime problems. The more people in a community move, the greater is the risk of criminal behavior.

##### Related data:

New home construction  
Households in rental properties  
Net migration

#### **Low neighborhood attachment and community disorganization.**

Higher rates of drug problems, crime, and delinquency and higher rates of adult crime and drug trafficking occur in communities or neighborhoods where people have little attachment to the community, where the rates of vandalism are high, and where surveillance of public places is low.

##### Related data:

Population voting in elections  
Prisoners in state and local correctional systems

#### **Extreme economic and social deprivation**

Children who live in deteriorating neighborhoods characterized by extreme poverty, poor living conditions, and high unemployment are more likely to develop problems with delinquency, teen pregnancy, and school dropout or to engage in violence toward others during adolescence and adulthood. Children who live in these areas *and* have behavior or adjustment problems early in life are also more likely to have problems with drugs later on.

Related data:

Unemployment  
Free and reduced lunch program  
Aid to families with dependent children  
Food stamp recipients  
Adults without high school diploma  
Single parent family households

**Family Risk Factors**

**A family history of high-risk behavior.**

If children are raised in a family with a history of addiction to alcohol or other drugs, their risk of having alcohol or other drug problems themselves increases. If children are born or raised in a family with a history of criminal activity, their risk for delinquency increases. Similarly, children who are born to a teenage mother are more likely to drop out of school themselves.

Related data:

Children living away from parents  
Children living in foster care  
Student survey data on perceived parental expectation for behavior

**Family conflict.**

Although children whose parents are divorced have higher rates of delinquency and substance abuse, it appears that it is not the divorce itself that contributes to delinquent behavior. Rather, conflict between family members appears to be more important in predicting delinquency than family structure. For example, domestic violence in a family increases the likelihood that young children will engage in violent behavior themselves. Children raised in an environment of conflict between family members appear to be at risk for substance abuse, delinquency, violence, teen pregnancy, and school dropout.

Related data:

Divorce  
Domestic violence arrests

**Parental attitudes and involvement in the problem behavior.**

Parental attitudes and behavior toward drugs and crime influence the attitudes and behavior of their children. Children of parents who excuse their children for breaking the law are more likely to develop problems with juvenile delinquency. Children whose parents engage in violent behavior inside or outside the home are at greater risk for exhibiting violent behavior. In families where parents use illegal drugs, are heavy users of alcohol, or are tolerant of children's use, children are more likely to become drug abusers in adolescence. The risk is further increased if parents involve children in their own drug, or alcohol-using behavior--for example, asking the child to light the parent's cigarette or get the parent a beer from the refrigerator.

**PREVENTION PRINCIPLES FOR SCHOOL-BASED PROGRAMS**

- ☐ Do the school-based programs reach children from kindergarten through high school?
- ☐ If not, do they at least reach children during the critical middle school or junior high years?
- ☐ Do the programs contain multiple years of intervention?
- ☐ Do the programs use as well-tested, standardized intervention with detailed lesson plans and student materials?
- ☐ Do the programs teach drug-resistance skills through interactive methods (modeling, role-playing, discussion, group feedback, reinforcement, extended practice)?
- ☐ Do the programs foster prosocial bonding to the school and community?
- ☐ Do the programs:
  - teach social competency (community, self-efficacy, assertiveness) and drug resistance skills that are culturally and developmentally appropriate;
  - promote positive peer influence;
  - promote anti-drug social norms;
  - emphasize skills-training teaching methods; and
  - include an adequate "dosage" (10 to 15 sessions in year 1 and another 10 to 15 booster sessions)?
- ☐ Is there periodic evaluation to determine whether the programs are effective?

**PREVENTION PRINCIPLES FOR COMMUNITY PROGRAMS**

- ☐ To be comprehensive, does the program have components for the individual, the family, the school, the media, community organizations, and health providers?
- ☐ Does the prevention program use media and community education strategies to increase public awareness, attract community support, reinforce the school-based curriculum for students and parents, and keep the public informed of the program's progress?
- ☐ Can program components be coordinated with other community efforts to reinforce prevention messages (for instance, can training for all program components address coordinated goals and objectives)?



**Prevention programs should include skills** to resist drugs when offered, strengthen personal commitments against drug use, and increase social competency (e.g., in communications, peer relationships, self-efficacy, and assertiveness), in conjunction with reinforcement of attitudes against drug use.

**Prevention programs for adolescents** should include interactive methods, such as peer discussion groups, rather than didactic teaching techniques alone.

**Prevention programs should include a parents' or caregivers' component** that reinforces what the children are learning--such as facts about drugs and their harmful effects--and that opens opportunities for family discussions about use of legal and illegal substances and family policies about their use.

**Prevention programs should be long-term**, over the school career with repeat interventions to reinforce the original prevention goals. For example, school-based efforts directed at elementary and middle schools students should include booster sessions to help the critical transitions from middle to high school.

**Family-focused prevention efforts** have a greater impact than strategies that focus on parents only or children only.

**Community programs need to strengthen norms** against drug use in all drug abuse prevention settings, including the family, the school, and the community.

**Schools offer opportunities to reach all populations** and also serve as important settings for specific subpopulations at risk for drug abuse, such as children with behavior problems or learning disabilities and those who are potential dropouts.

**Prevention programming should be adapted** to address the specific nature of the drug abuse problem in the local community.

**The higher the level of risk of the target population**, the more intensive the prevention effort must be and the earlier it must begin.

**Prevention programs should be age-specific**, developmentally appropriate, and culturally sensitive.

- **Effective prevention programs are cost-effective.** For every dollar spent on drug use prevention, communities save 4 to 5 dollars in costs for drug abuse treatment and counseling.

**The checklist on page 23 and 24 can assist in determining whether specific programs include research-based prevention principles:**

Related data:

Adults incarcerated or on probation  
Adult alcohol- and/or drug-related arrests  
Student survey data on parental attitudes and expectations

School Risk Factors

**Early and persistent antisocial behavior.**

Boys who are aggressive in grades K-3 or who have trouble controlling their impulses are at higher risk for substance abuse, delinquency, and violent behavior. When a boy's aggressive behavior in the early grades is combined with isolation or withdrawal, there is an even greater risk of problems in adolescence. This also applies to aggressive behavior combined with hyperactivity.

Related data:

Elementary school placements in programs for children with behavior disorders or emotional disabilities

**Academic failure beginning in late elementary school.**

Beginning in the late elementary grades, academic failure increases the risk of drug abuse, delinquency, violence, teen pregnancy, and school dropout. Children fail for many reasons, but it appears that the *experience* of failure itself, not necessarily ability, increases the risk of these problem behaviors.

Related data:

School dropout rate  
Student survey data on attitudes toward school and aspiration for higher education

**Low commitment to School.**

Lack of commitment to school means the child has ceased to see the role of student as a viable one. Young people who have lost this commitment to school are at higher risk for substance abuse, delinquency, teen pregnancy, and school dropout.

Related data:

School dropout rate  
Student survey data on attitudes toward school and aspiration for higher education

Individual/Peer Risk Factors

**Rebelliousness.**

Young people who feel they are not part of society or are not bound by rules, who don't believe in trying to be successful or responsible, or who take an actively rebellious stance toward society are at higher risk of drug abuse, delinquency, and school dropout.

Related data:

Student survey data reflecting anti-social attitudes  
Juvenile arrests for curfew, vandalism, and disorderly conduct  
Student survey data on attitudes about rules and rule-breaking behavior

### **Friends who engage in the problem behavior.**

Young people who associate with peers who engage in a problem behavior--delinquency, substance abuse, violent activity, sexual activity, or dropping out of school--are much more likely to engage in the same problem behavior.

#### Related data:

Student survey data reporting peer behaviors and behavioral expectations

### **Favorable attitudes toward problem behavior.**

During elementary school years, children usually express anti-drug, anti-crime, and pro-social attitudes and have difficulty imagining why people use drugs, commit crimes, and drop out of school. However, in middle school, as others they know participate in such activities, their attitudes often shift toward greater acceptance of these behaviors. This acceptance places them at higher risk.

#### Related data:

Student survey data reporting favorable attitudes

Student survey data on perceived peer attitudes and behaviors.

### **Early initiation of the problem behavior.**

The earlier young people drop out of school, use drugs, commit crimes, and become sexually active, the greater the likelihood that they will have chronic problems with these behaviors later. For example, research shows that young people who initiate drug use before the age of 15 are at twice the risk of having drug problems that those who wait until after the age of 19.

#### Related data:

Adolescent pregnancies

Vandalism arrests, ages 10-14

Alcohol-related arrests, ages 10-14

Personal and property crime arrests, ages 10-14

Student survey data reporting early initiation of risk behaviors.

### **SOME KEY IDAHO SOURCES OF NEEDS ASSESSMENT DATA**

School District Incident Reports/Dropout Rate/Attendance

Statewide Substance Use & School Climate Survey

Surveys conducted by Districts/Communities

Kids count, 1607 West Jefferson Street, Boise, ID 83702

(copies provided to all school districts)

Idaho Department of Law Enforcement/County/City

Idaho Department of Health and Welfare,

Bureau of Family & Children's Services

Local Health and Welfare Departments

District Health Departments

Local County Juvenile Corrections Offices

Treatment Providers

### **CHARACTERISTICS OF A SCHOOL THAT IS SAFE AND RESPONSIVE TO ALL CHILDREN**

According to Early Warning, Timely Response: A Guide to Safe Schools, well functioning schools foster learning, safety, and socially appropriate behaviors. Effective prevention, intervention, and crisis response strategies operate best in schools that:

- Focus on academic achievement.
- Involve families in meaningful ways.
- Develop links to the community.
- Emphasize positive relationships among students and staff.
- Discuss safety issues openly.
- Treat students with equal respect.
- Create ways for students to share their concerns.
- Help children feel safe expressing their feelings.
- Have in place a system for referring children who are suspected of being abused or neglected.
- Offer extended day programs for children.
- Promote good citizenship and character.
- Identify problems and assess progress toward solutions.
- Support students in making the transition to adult life and the workplace.

### **IV. PREVENTION BASICS**

More than 20 years of prevention research has helped identify the important factors that put young people at risk for or protect them from drug use. According to the National Institute on Drug Abuse, "Intervention researchers have studied the effectiveness of various prevention approaches by using rigorous research designs and testing and implementing effective drug abuse prevention interventions in 'real-world' settings. Now it is possible to describe the basic principles derived from drug abuse prevention research in simple direct terms so that they can be applied to successfully prevent drug use among young people." School districts are working very hard on programming for violence and drug use prevention. However, the schools cannot do this job alone and their programs are likely to be ineffective if activities implemented are not research-based. Local school districts and their local advisory councils are encouraged to check if their prevention efforts contain the school, family, community, and media elements described in **Preventing Drug Use Among Children and Adolescents -- A Research-Based Guide.**

### **NATIONAL INSTITUTE ON DRUG ABUSE (NIDA) PREVENTION PRINCIPLES FOR CHILDREN AND ADOLESCENTS**

Prevention programs should be designed to enhance "protective factors" and move toward reversing or reducing known "risk factors."

**Prevention programs should target all forms of drug abuse**, including the use of tobacco, alcohol, marijuana, and inhalants.

## VIOLENCE PREVENTION

According to *Safe Schools, Safe Students: A Guide to Violence Prevention Strategies* (1998) key elements of promising violence prevention programs include:

- Activities designed to foster school norms against violence, aggression and bullying.
- Skills training based on a strong theoretical foundation.
- A comprehensive, multifaceted approach, including family, peer, media, and community.
- Physical and administrative changes to promote positive school climate.
- At least 10-20 sessions during the first year of a well-organized, well-implemented program and 5-10 booster sessions in the succeeding two years.
- Interactive teaching.
- Developmentally tailored interventions.
- Culturally sensitive material.
- Teacher training to insure that programs will be implemented as intended by the program developers.

### VIOLENCE PREVENTION STRATEGIES OF DUBIOUS VALUE OR POSSIBLY HARMFUL INCLUDE:

- Scare tactics that show pictures or videos containing violent scenes.
- "Instructional programs that are too brief and not supported by a positive school administration"
- Programs that focus exclusively on self-esteem.
- Programs providing only didactic information without helping students develop skills necessary to avoid and handle conflict.

Important Resources Available from the U. S. Department of Education

#### **Early Warning, Timely Response: A guide to Safe Schools**

<http://www.ed.gov/offices/OSERS/OSEP/earlywrn.html>

A manual describing research-based practices designed to assist schools & communities in identifying warning signs and developing prevention, intervention and crisis response plans.

#### **Creating Safe and Drug-Free Schools and Communities: An Action Guide**

<http://eric-web.tc.columbia.edu/abstracts/ed406641.html>

This guide outlines action steps for schools, parents, students, community and business groups, and provides information briefs on specific issues affecting school safety. It also contains research and evaluation findings, and a list of resources and additional readings. Developed in 1996 by the U.S. Department of Education and Justice.

## ESTABLISHING MEASURABLE GOALS AND OBJECTIVES

SDFSCA goals and objectives are established **after** the needs assessment is conducted and are designed to address priority needs identified. Goals and objectives must be **measurable** and focus on **outcomes** rather than implementation activities. The goals and objectives must be designed to enable the SDFSCA grantees to determine the extent to which programs are effective in reducing or preventing drug use, violence, or disruptive behavior among youth.

Developing measurable goals and objectives requires thinking in a different way and expressing desired outcomes in a more specific way. In the past, typical SDFSCA goal or objective would have read as

*"To establish by October 1999 a high school conflict mediation program."*

Under SDFSCA Principles of Effectiveness this would be considered an implementation activity rather than a goal or objective. Measurable goals and objectives which focus on outcomes are stated as follows:

### Sample goal:

*"Students at Anytown High School will successfully manage and resolve conflicts after full implementation of the Creating the Peaceable School (CPS) Program, as evidenced in May 2000 by 25% reductions in the number of fights and the number of weapons brought to school and by 15% improvements in student, teacher, and parent perceptions of school safety as measured by the School Climate Survey."*

### A sample objective which supports the goal:

*"Students participating in the CPS Program will gain skills to act as neutral third parties when facilitating conflict resolution between disputants as measured by successful passage of skills demonstrated tested administered by the CPS instructor."*

### A sample activity which supports the objective:

*"Implement the peer mediation program component of the Creating the Peaceable School Program."*

## IMPLEMENTING RESEARCH-BASED PROGRAMS AND ACTIVITIES

SDFSCA programs for youth must have **demonstrated effectiveness** or promise of effectiveness, in preventing or reducing drug use, violence, or disruptive behavior, or other behaviors or attitudes demonstrated to be precursors to predictors of drug use or violence. Key sources of information of research-based programs include:

*Making the grade: A Guide to School Drug Prevention Programs*, (1996). Available for purchase from Drug Strategies, Washington, D.C. 202/663/6090, [www.drugstrategies.com](http://www.drugstrategies.com)

*Safe Schools, Safe Students: A Guide to Violence Prevention Strategies*, (1998) Available for purchase from Drug Strategies, Washington, D.C. 202/663-6090, [www.drugstrategies.com](http://www.drugstrategies.com)

*Blueprint for Youth Violence Prevention* (1998). Available from the Center for Study and Prevention of Violence, University of Colorado, Boulder, [www.colorado.edu/cspv](http://www.colorado.edu/cspv) or through the VEPP website.

*Center for the Application of Prevention Technologies (Western Region CAPT)* WestCAPT, University of Nevada, Reno, [www.unr.edu/westcapt](http://www.unr.edu/westcapt) or best practices site at [www.unr.edu/educ/cep/prac](http://www.unr.edu/educ/cep/prac).

### THE IMPORTANCE OF "FIDELITY"

"Fidelity" means that programs are implemented in the manner they were designed to be implemented. A significant threat to effectiveness is program implementation which omits or compromises key program components.

### EVALUATING RESULTS

SDFSCA grant recipients must **assess their program** and use the results to strengthen or improve their programs. Programs which cannot demonstrate positive outcomes in terms of reducing or preventing drug use, violence, or disruptive behavior among youth cannot be supported with SDFSCA funds. Progress toward attaining measurable goals and objectives for drug and violence prevention need to be **reported to the public**.

Examples of public reporting are:

- Presentations at key public meetings such as PTA Council and School Board.
- Articles in local newspaper, community newsletters, school publications.
- Copies of reports to key community leaders.
- Copies of reports available at school and community libraries.

## V. WHAT WORKS?

SDFSCA Principles of Effectiveness require that local school districts implement programs which have demonstrated effectiveness or promise of effectiveness. What **is** and **is not** effective has begun to be identified.

### DRUG PREVENTION

According to *Making the Grade: A Guide to School Drug Prevention Program* (1996), key elements of effective drug prevention curricula include:

- helps students recognize internal and external pressures that influence them to use alcohol, tobacco, and drugs;
- develops personal, social and refusal skills to resist these pressures;
- teaches that using drug, alcohol, and tobacco are not the norm among teenagers even if students think "everyone is doing it."
- provides developmentally appropriate material and activities, including short-term effects and long-term consequences of alcohol, tobacco, and drugs;
- covers necessary prevention elements in at least ten sessions a year with three to five booster sessions in two succeeding years;
- use interactive teaching techniques;
- actively involves the family and the community;
- includes teacher training and support; contains material that is easy for teacher to implement and culturally relevant for students.

### CHALLENGES TO EFFECTIVE IMPLEMENTATION OF CURRICULA

In addition to key elements for effective drug prevention curricula, certain challenges to effective program implementation have been identified. These include:

- difficulty undertaking sustained prevention initiatives with competing demands and shrinking budgets;
- inadequate teacher training and support to ensure that curricula are taught as designed to be taught are culturally relevant.